

DOCUMENT RESUME

ED 031 416

SP 002 548

PACE: Transition of a Concept. The First Report of The President's National Advisory Council on Supplementary Centers and Services.

President's National Advisory Council on Supplementary Centers and Services.

Pub Date Feb 69

Note - 45p.

EDRS Price MF-\$0.25 HC-\$2.35

Descriptors-Demonstration Programs, *Educational Innovation, *Educational Programs, *Federal Programs, *Federal State Relationship, *Program Administration

Identifiers-Elementary and Secondary Education Act, ESEA, ESEA Title III, PACE, *Projects to Advance Creativity in Education

The introduction to this report summarizes the council's 1968 activities in reviewing and evaluating PACE (Projects to Advance Creativity in Education), Title III of the Elementary and Secondary Education Act (ESEA). Part 1, "The Past," summarizes the purpose of Title III and the major accomplishments and problems of the first two years. Part 2, "The Present," covers the 1-year transition period after the Congressional decision to turn the program over to the states. Results of questionnaire returns from 920 project directors provide the data for discussion of present project problems, primary factors in approving new projects, attitudes of project directors toward transition to state control and toward federal support, problems and transition, and present evaluation. Part 3, "The Future," focuses on future needs, as expressed by project directors. The final section presents 17 recommendations for strengthening and improving PACE at the federal, state, and local levels. (JS)

ED031416

PAC Ereport

MAR 18 1969

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

FEBRUARY, 1969

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

PAGE:

TRANSITION

of

a CONCEPT

The
First Report

of

The President's National Advisory Council
on Supplementary Centers and Services

January 19, 1969

SP002548 ① 84520065

Editor's Note:

The entire text of the First Report of the President's National Advisory Council on Supplementary Centers and Services is being printed in this issue. Nothing is added; nothing is deleted. It represents the first year's evaluation by the Council.

Richard I. Miller

Marcia W. Findley

MEMBERS OF THE COUNCIL

Mr. James A. Hazlett, Chairman
Superintendent of Schools
Kansas City, Missouri

Dr. Herbert W. Wey, Vice Chairman
Associate Dean, School of Education
University of Miami

Mrs. Helen Bain
Teacher of Speech and English
Cohn High School
Nashville, Tennessee

Mrs. Rosita Cota
Teacher
Cragin Elementary School
Tucson, Arizona

Reverend Pierre DuMaine, Ph.D.
Assistant Superintendent of Schools
Archdiocese of San Francisco
San Francisco, California

Dr. Mario D. Fantini
Program Officer
Ford Foundation
New York, New York

Mrs. Ruth H. Mancuso
(Immediate Past President,
National School Boards Association)
Glassboro, New Jersey

The Honorable J. C. Martin
Mayor
Laredo, Texas

Mr. A. Louis Read
President, WDSU-TV
New Orleans, Louisiana

Dr. Maynard C. Reynolds
Director, Department of
Special Education
University of Minnesota

Mr. William J. Sanders
Commissioner of Education
Hartford, Connecticut

Mr. William L. Smith
Director, Programs for
Action by Citizens in
Education
Cleveland, Ohio

EXECUTIVE SECRETARY

Dr. Richard I. Miller
Director, Program on Educational Change
University of Kentucky

Mr. President:

We have the honor to submit our 1968 report, in conformance with Section 309 (c) of the 1967 Amendments to the Elementary and Secondary Act of 1965.

This initial report covers the first one-half year of the transition of ESEA Title III from a federal- to a state-administered program. In view of this brief period, the Council has not been able to gather sufficient data of its own on several matters relating to state plans. We plan to include detailed analyses of this dimension in our second report.

To assist in gathering data as well as varying points-of-view, the Council sponsored an invitational conference on ESEA Title III in September, 1968. The 230 conferees contributed much during the intensive three-day discussion and debate.

The Council also has relied upon fresh data reported in the six reports of the Second National Study of ESEA Title III. In addition, Council members have visited project sites, read numerous documents, and held several meetings.

These inputs, then, form the bases for this report.

James A. Hazlett
Chairman

Herbert W. Wey
Vice Chairman

introduction

This report is the first of the President's National Advisory Council on Supplementary Centers and Services since the Council was appointed in early 1968. The content and tone of what follows are shaped by three considerations.

The first consideration is the Congressional mandate to the Council, as established by the December, 1967, amendments to the Elementary and Secondary Act of 1965. In fulfilling this mandate, the Council would:

1. "review the administration of general regulations for, and operation of this title...."
2. "review, evaluate, and transmit to the Congress and the President the reports submitted....(by States)."
3. "evaluate programs and projects carried out under this title, and disseminate the results thereof...."
4. "make recommendations for the improvement of this title, and its administration and operation."

The second consideration is the critical nature of the times in which we live. Speaking in October, 1968, John W. Gardner said: "We are experiencing a domestic crisis that surely ranks among the most serious in the history of this country. We have fought several wars in which the external threat to the nation was inconsequential compared to the internal crisis before us now. At such a moment, every segment of society and every significant institution must do its part." ^{a/}

A third consideration is the Borman-Lovell-Anders almost unbelievable flight around the moon. This remarkable accomplishment in

^{a/} John W. Gardner, An Address to the American Council on Education, October 10, 1968.

our space science reminds us in education that the horse-and-buggy mentality found in some schools, universities and colleges, and state departments of education is completely unacceptable, and as educators we have no choice but to work without deterrence to bring our profession to a significantly more effective level in the shortest possible time.

With the mandate and these critical times, the Council believes that its activities should personify independence, scholarship, and reasonableness, yet a willingness to take unpopular or controversial positions if such positions seem to be in the interests of American education.

The Council is taking its work seriously, and its members are ready to talk and work with any individual or group interested in ESEA Title III. We believe this title is in a unique position to serve as a catalyst for the innovative ferment that is becoming known as the "permanent revolution in education," giving direction and purpose to it. In this role, the value of PACF can extend far beyond its limited appropriations.

We would like to express our sincere appreciation to the many individuals who have assisted in this first report. Their help has improved this initial effort.

James A. Hazlett
Chairman

Herbert W. Wey
Vice Chairman

January 19, 1969

table of contents

	<u>Page No.</u>
INTRODUCTION.	3-4
TABLE OF CONTENTS	5
LIST OF FIGURES	6
PACE: TRANSITION OF A CONCEPT.	7-8
THE PAST.	8-12
The Purpose of ESEA Title III	
The First Two Years	
THE PRESENT	13-24
Present Nature of Project Planning	
Primary Factors in Approving New Projects	
Attitudes of Project Directors toward Transition	
Attitudes of Project Directors toward Federal Support	
Problems of Transition	
Present Evaluation of PACE	
THE FUTURE.	25-30
Future Needs, as Expressed by Project Directors	
RECOMMENDATIONS	31-43
At the Federal Level	
At the State Level	
At the Project Level	
In Conclusion	

list of figures

<u>Figure No.</u>		<u>Page No.</u>
1	1968 Ranking on Problems of Project Operations.	14
2	1966 Ranking on Problems of Project Operations.	15
3	Ranking of Factors in Approving New Projects.	17
4	Advantages of Funding Turnover to States.	18
5	Weaknesses of Funding Turnover to States.	19
6	Views on Federal Control	20
7	Preference for More or Less Federal Aid to Education.	20
8	PACE Develops Imaginative Solutions to Educational Problems	23
9	PACE Facilitates Demonstration of Worthwhile Innovations.	23
10	PACE Assists in More Effective Knowledge Utilization	23
11	PACE Contributes to Development of Supplementary Centers and Services.	24
12	1968 Ratings on Needed Future PACE Developments.	27
13	1966 Ratings on Needed Future PACE Developments.	28
14	PACE Projects Submitted-Approved, FY 66, FY 67, FY 68--and Mini-Grants.	29
15	ESEA Title III, Funding Authorized and Appropriated.	33

PAGE: Transition of a Concept



This world of ours is a new world, in which the unity of knowledge, the nature of human communities, the order of society, the order of ideas, the very notions of society and culture have changed, and will not return to what they have been in the past. What is new is new not because it has never been there before but because it has changed in quality. One thing that is new is the prevalence of newness, the changing scale and scope of change itself, so that the world alters as we walk in it, so that the years of man's life measure not some small growth or rearrangement or moderation of what he learned in childhood, but a great upheaval. a/

What the late Robert Oppenheimer wrote about our world in general can be applied to education in particular. To conduct education in any other mold or without an orientation toward the future is untenable.

ESEA Title III was fashioned in the spirit of the "new." The most exciting and imaginative of the ESEA package, this title has pioneered a new role for the federal government in education. As the program operated for the first two years, it had seven unique features:

1. Title III was unique in its broad mandate.
2. It was 100 percent money to local agencies--real money for the first time.
3. PACE had a built-in requirement for community participation.
4. Title III established 56 contests (50 states plus D.C. and territories) as well as a national one since approval was competitive.
5. It emphasized innovativeness and creativity in its projects.

a/ Quoted in an article by Max Ways, "The ERA of Radical Change," Fortune Magazine, 58:5, May, 1964.

6. The extent of Congressional interest in the program was unique.
7. The federal-state relationship was unique.

With the Congressional amendments introduced in December of 1967, PACE, as it has been dubbed (Projects to Advance Creativity in Education), has become essentially a state-administered program. To what extent the early uniqueness as well as the Congressional intentions for the title can be strengthened and improved under this more recent funding pattern remains to be seen. The Council is hopeful that this newer pattern will be eminently successful, and its efforts are dedicated toward assisting in this direction.

the

PAsT

Speaking before the President's National Advisory Council Conference on Innovation, the former Secretary of Health, Education, and Welfare, Wilbur J. Cohen, said that in the last three to five years we have made a great break with the past, and ideological issues that have long been in ferment in American society have been decided, for the most part. Medicare (1965) was the culmination of some 25 years of the most deep, ideological controversy; the Civil Rights Act of 1964 culminated 100 years of debate on equal opportunity for minority groups; and the Elementary and Secondary Education Act of 1965 culminated 95 years of effort since the first generalized type of federal aid was introduced into the United States Congress in 1870. a/

The struggle to achieve federal support of sizable proportions has been going on intermittently since the Hoar and Blair bills were introduced first in Congress during the Reconstruction Period. Since the end of World War II, pressures have been mounting for more federal support, largely because many local communities have been and will be

a/ Wilbur J. Cohen, "Opening Remarks," PACereport, 2:3-4, October, 1968.

taxed increasingly for education; because the mobility of the national population points toward the need to pull up the poor school systems; and because the need for good education is becoming more apparent to greater numbers.

Educators and others have felt that the pursuit of excellence in American education had fallen short, and somehow a catalyst for change --a burr under the saddle, so to speak--was needed to stir up and revitalize thinking about education. It was also felt that educators should be working with new forces and new influences to move the entire enterprise to a more effective plane of operation.

Title I of ESEA was designed to meet minimal needs for the underprivileged; Title II was designed to provide resources for all students; Title III was developed to infuse freshness and creativity into the tired blood of American education as it has existed in many communities; Title IV was developed to provide research and development functions; and Title V was designed to strengthen state departments of education. We now turn our attention to ESEA Title III.

→ The Purpose of ESEA Title III

The initial, and continuing, purpose of PACE is spelled out in the Manual for Project Applicants, as follows:

The Title III program...is designed to encourage school districts to develop imaginative solutions to educational problems; to more effectively utilize research findings; and to create, design, and make intelligent use of supplementary centers and services. Primary objectives are to translate the latest knowledge about teaching and learning into widespread educational practice and to create an awareness of new programs and services of high quality that can be incorporated in school programs. Therefore, PACE seeks to (1) encourage the development of innovations, (2) demonstrate worthwhile innovations in educational practice through exemplary programs, (3) supplement existing programs and facilities. The heart of the PACE program is in these provisions for bringing a creative force to the improvement of schools and for demonstrating that better practices can be applied.

At the President's National Advisory Council Conference on Innovation, former United States Commissioner of Education, Harold Howe II gave this description of "why" PACE: "Title III was born of the conviction that if our schools did not change--if they did not seem capable of coming up with adequate, let alone imaginative, ways of meeting the mounting educational needs of the nation's young--it was not because our schools and communities were empty of creative ideas and individuals. The problem was that our schools, and our school systems, needed a stimulant to seek out new ideas, to risk the failure, the controversy, the difficulty that must inevitably accompany the new and the different, the untried and the untested." a/

→ The First Two Years

What should be the appraisal of ESEA Title III during its first two years, or before the turnover to the states? Without going into detail, the following major accomplishments and major problems are suggested:

Major accomplishments: Five are suggested:

1. An extended educational conversation. The extended educational conversation has been a significant accomplishment of ESEA Titles III and IV--a loosening of the plaster. Any overall evaluation of Title III needs to recognize this probably immeasurable, but important, supplementary benefit, which might be more important than the subsequent project in some cases.

2. A chance to do something different. Harold Gores has written that PACE in "helping schools...to think afresh about the places and things of education jostles all the old formulas." b/ PACE has permitted 2,600 projects to spring up across the nation, many representing ideas and programs that have brought new insights, new problems, and changes.

a/ Harold Howe, "National Priorities," PACereport, 2:6-7, October, 1968.

b/ Subcommittee on Education, Committee on Labor and Public Welfare, United States Senate, Notes and Working Papers Concerning the Administration of Programs Authorized Under Title III of Public Law 89-10. Washington: U.S. Printing Office, 1967, p. 31.

3. An intellectual home for the dynamic and ambitious. PACE has become the natural home for many of the more restless and dynamic individuals in education. Such persons can be found in almost every school system but not every system has programs and challenges sufficient to hold them, with the result being attrition to colleges and industry.

4. Some innovative approaches to old, and new, problems. Not all, or even most, PACE projects have resulted in innovative approaches to old and new problems--but some have. The "batting average" cannot be determined from present means of evaluation, but expert observers as well as local and state personnel believe that some significant advances have been made, and that inservice benefits have developed as valuable fringe benefits.

5. New cooperative arrangements. The ESEA in general has brought about new patterns of private-public school cooperation, and it has pulled together in a task-oriented setting individuals that often do not carry on a sustained or purposeful dialogue. And Title III, in particular, has contributed concretely to the development of this wider dialogue and broader base for action.

Major problems: Six are suggested.

1. Defining innovation. The matter of "what is an innovation" keeps cropping up as a problem. Whether or not a project is innovative is a valid question. The director of the first national study team on ESEA Title III studied the problem, and in the overview section of the report developed this definition: "Education innovation is a new or different concept, methodology, organization, or program that is systematically introduced into the classroom, school system and/or the State as a whole." a/

2. Developing effective evaluative procedures. The Council cannot overemphasize the importance of renewed and reinforced attention on evaluation. In spite of the fact that this problem is "old hat" to many, the Council is convinced that the profession must take more extensive and "tougher" approaches to this vexing problem. As education moves into an era of accountability and as more citizens begin to ask for evidence on effectiveness, we have no choice but to sharpen and refine our evaluative procedures. The "calibrated eyeball" approach is inadequate.

a/ Ibid., p. 37.

3. Understanding the process of change. While there is extensive popular allegiance to change, too little serious consideration has been given to the processes (strategies) by which change (improvement) comes about. Planning for effective change has not been particularly evident in PACE programs, due to inadequate know-how, funding uncertainties, and local political situations. In the future, more attention should be given to the process of change. We need to give more attention to questions such as: What innovations are of most worth?; What is the direction of change?; and What is outdated and what is worth keeping?

4. Establishing effective school district-project relationships. The use of extramural (soft) money by a school district provides both an opportunity and a problem. It allows new programs to develop, yet it requires that careful attention be given to how the programs can be infused most effectively with ongoing programs. The concern about continuation after termination of a three-year funding period is related to this problem.

5. Developing effective management procedures. Noticeable improvement in the internal management of PACE projects has taken place during the first three years, but room for improvement remains. Since ESEA Title III was a new social invention, no precedents were available. Also, many of the PACE personnel were unfamiliar with management considerations, such as project planning and personnel evaluation.

6. Timing of funds. Congress and the public schools simply are on different time schedules, and, to further complicate the picture, the Congressional schedule varies considerably. The former U.S. Commissioner of Education, Harold Howe II, made a concerted effort to recycle Congressional action on educational bills to fit the timing needs of schools; but he was only moderately successful.

Appraisal for first two years: When one considers the over-all picture of the first two years of PACE--the accomplishments and the problems, and the promise and the fulfillment--what can be said? It is a fact that hundreds of school systems across the nation have felt differently about education as a result of ESEA Title III. "Hard" evidence is not available to indicate whether their thoughts have been wise or their actions directed toward improving education, but neither can one conclude that these efforts were ineffective. Based upon considerable "soft" evidence, including site visits and surveys, one can say that new developments have taken place as the result of Title III, and that education is better because of its enactment.

the

PRESENT

Beginning in mid-December, 1967, Title III became a different program as a result of a Congressional decision to turn over 75 percent--and eventually the entire amount--of ESEA Title III to state control. What has transpired since this decision will be the topic of this section.

The turnover to the states is in keeping with a general shift of power from the federal government to the states and also with a general shift of power within states from the local to the state. So we have, on the one hand, a decentralization to the states, and, on the other, a centralization taking place within states, and both cases strengthen the influence and authority of the state departments of education.

→ Present Nature of Project Problems a/

The PACE project directors were asked what had been the four most difficult problems encountered in their operation? They were given sixteen alternatives, and the following ratings resulted. Figure No. 1 lists the problems from the greatest frequency to the least, based upon 920 returns.

a/ This section will rely upon data gathered for the Second National Study of PACE and reported in The Views of 920 Project Directors, Report No. 5 of the Second National Study of PACE, November 20, 1968, 67pp.

Figure 1

1968 Ranking on Problems of Project Operations

<u>Problem</u>	<u>Weighted Rating ^{a/}</u>
1 Continuation after present funding is terminated.092
2 Evaluation	-.012
3 Delay in funding and in approving modifications	-.053
4 Budget problems, such as unseen needs. . . .	-.103
5 Communication problems: keeping in touch with school system and others . . .	-.105
6 Adequate time for orienting and training personnel	-.110
7 Adequate time for planning	-.148
8 Finding and holding qualified personnel . .	-.159
9 Administering the program: coordination of various programs and activities. . . .	-.208
10 Dissemination	-.232
11 Problems of space and facilities	-.240
12 Acceptance and cooperation on part of administrators, teachers, community, school boards	-.302
13 Delivery problems with equipment and materials	-.312
14 Red tape and paperwork to satisfy USOE . . .	-.334
15 Red tape and paperwork to satisfy state departments of education.	-.521
16 Red tape and paperwork to satisfy local school system	-.547

^{a/} For a detailed explanation of the statistical procedures used, see The Views of 920 PACE Project Directors, Report No. 5 of the Second National Study of PACE, November 20, 1968. Appendix A.

It is interesting to compare the 1968 rating with that found on the 1966 instrument. Results of the 1966 survey, answered by 720 project directors, are given in Figure No. 2:

Figure 2

1966 Ranking on Problems of Project Operations ^{a/}

<u>Problem</u>	<u>Percentage Rating</u>
1 Personnel problem: finding qualified personnel, etc.	21%
2 Equipment and materials delivered on time, etc.	19
3 Communications	15
4 No problems	13
5 Facilities: adequate space, locations, etc.	11
6 Large area: transportation and coordination of schools	11
7 Accounting problems	9
8 Time for planning; inservice training, etc.	9
9 Other problems	7
10 Training personnel	7
11 Scheduling problems	6
12 Paperwork and red tape	4
13 Late arrival of funds	4
14 Cooperation of students	4
15 Cooperation of teachers	3
16 Evaluation problems	3

^{a/} Senate report, op.cit., p. 69.

While detailed comparison of Figures No. 1 and No. 2 is not possible due to different statistical treatments, some general observations do seem in order. In the first place, "continuation after present funding is terminated" was not even mentioned in the 1966 open-ended survey, while it is the number one concern in 1968. Secondly, evaluation has jumped from number 16 in 1966 to number two in 1968. This dramatically increased awareness augurs well for the future because awareness of a problem is the first step in coping with it. To a lesser extent, the increased awareness of dissemination is a good sign. However, the extent to which project directors might have confused dissemination with communications is not known. Communications implies a two-way interaction on a more regular basis but should be considered as part of a dissemination system.

Physical and management problems occupy much time, or at least represent a major concern to most project directors. Of course, this is not surprising and might well be what one could expect in any school operation. Some of the concerns expressed are more specific in their applications to Title III, such as delays in funding; but many others are general problems yet to be solved in the larger educational scene.

→ Primary Factors in Approving New Projects

The project directors were asked which factors "should be given primary emphasis by the state department of education in deciding whether or not to approve new projects." The ratings on the four listed alternatives were calculated, using a weighted procedure, with the results shown in Figure No. 3:

Figure 3

Ranking of Factors in Approving New Projects

<u>Descriptor</u>	<u>Rating</u>
Needs of the area: projects to fill definitely established gaps or needs in ongoing school programs574
Innovativeness and creativity as primary concerns573
Merits of proposal in terms of the deciding factor531
Geographical considerations: those areas without ongoing PACE projects should have priority	-.484

The first three factors are all rated strongly. The strong negative rating on geographical considerations is the most prominent finding. (This category refers to the practice of distributing the funds so all parts of the state will receive something. Geographical consideration is when this consideration becomes an important factor in awarding projects.)

→ Attitudes of Project Directors Toward Transition

What have been the attitudes of project directors toward the transition to state control? As reported in the survey of 920 PACE directors:

Greatest "advantages" of 75 percent turnover to states: Since the question was open-ended, it was necessary to develop categories that fitted the responses. The categorization was based upon a sampling of the first 150 returns; the results are indicated in Figure No. 4:

Figure 4

Advantages of Funding Turnover to States

<u>Advantages</u>	<u>Number in category</u>	<u>Percentage of total</u> <u>a/</u>
1. Direct lines of communication	405	51%
2. Better knowledge of local problems	193	24
3. No advantage	124	16
4. More economical use of funds	76	9

a/ Fifty-one "no responses" are not included in these figures.

Greatest "weaknesses" of 75 percent turnover to states: Figure No. 5 indicates the findings:

Figure 5

Weaknesses of Funding Turnover to States

<u>Weaknesses</u>	<u>Number in category</u>	<u>Percentage of total</u> <u>a/</u>
1. Politics	458	61%
2. Lack of leadership	117	15
3. Lower standards	93	12
4. No weaknesses	33	4
5. Additional administrative costs	32	4
6. Loss in funding	23	3

→ Attitudes of Project Directors toward Federal Support

PACE directors responded to two questions that related to their views on federal support.

Federal control: distinct possibility or exaggerated fear? The project directors responded to this question: "PACE has been essentially a federal-to-local program. From what you have learned from your dealings with Washington, is federal control a distinct possibility or an exaggerated and largely fictional fear?" The results are given in Figure No. 6:

a/ The 93 "no responses" are not included in these figures.

Figure 6
Views on Federal Control

<u>Federal Control</u>	<u>Percentage of Responses</u>
1. Exaggerated and largely fictional fear	78%
2. A distinct possibility	22

Preference for more or less federal participation: Project directors were asked this question: "Do you favor more or less federal participation in education based upon your experience with PACE?" Figure No. 7 indicates their responses:

Figure 7
Preference for More or Less Federal Aid to Education

<u>Degree of Participation</u>	<u>Percentage of Responses</u>
1. More	90%
2. Less	10

Consideration of the complex and sensitive federal-state-local relationships should be made with several points in mind: Firstly, the answers reflect adequate time for judging federal-local relationships

but an inadequate period for judging state-local relationships in an ESEA Title III setting. Secondly, the data represent the anonymous opinion of PACE project directors, mailed directly to the Lexington facility; hence, there is every reason to believe that a valid feedback was obtained. And thirdly, answers on federal-state-local relationships likely will reflect a point of view on the broader issue of these relationships rather than being confined only to ESEA Title III.

The extent of the positive support for the federal-local relationships is stronger than expected, and it is quite possible that our findings would have indicated an even stronger support for federal aid if the 75 percent turnover to the states had not been enacted. Some unknown percentage of project directors undoubtedly took the view that state control was a fait accompli, and, therefore, it would be desirable to look harder for state strengths and for federal weaknesses than would have been the case if the PACE program had remained essentially a federal-local relationship.

→ Problems of Transition

Many new relationships will need to be worked out during the coming year due to the establishment of state advisory councils as well as that of the Presidentially-appointed National Advisory Council. State departments of education, state advisory councils, and the National Council are asking a number of questions at this point, such as:

1. What staff has the state employed to do the needs assessment, to design and manage evaluation, to develop a dissemination system, and to carry out the general administration involved in completing these tasks?
2. How do members of the state advisory council react toward the strategies that have been developed in the four areas mentioned above?
3. Have the states been able to follow their plans?
4. What are the nature and extent of relationships between the state department of education and the state advisory council?
5. What is the role of the advisory council in developing state policy for the PACE program?

→ Present Evaluation of PACE

A comparison was made of responses about PACE's effectiveness given by three quite different groups: (1) the 19 special consultants that were members of the Second National Study Team, a/ (2) the 920 project directors, and (3) the state ESEA Title III coordinators (40 responding). The four questions encompassed the four official purposes of PACE given in the Guidelines:

1. Does PACE encourage school districts to develop imaginative solutions to educational problems?
2. Does PACE facilitate demonstration of worthwhile innovations in educational practice through exemplary programs?
3. Does PACE assist school programs in more effective teaching?
4. Has PACE contributed to the creation, design, and intelligent use of supplementary centers and services?

The responses to these four questions are contained in the following figures:

a/ These team members were: William A. Alexander, Glenn O. Blough, Don Bushnell, Don Davies, Lloyd M. Dunn, Elliot W. Eisner, James D. Fim, Dorothy Fraser, Egon G. Guba, Robert J. Havighurst, Maurie Hillson, Arthur A. Hitchcock, Norman D. Kurland, John W. Letson, A. Harry Passow, Joseph B. Rubin, Wilbur Schramm, Ira J. Singer, and Robert E. Stake.

Figure 8PACE Develops Imaginative Solutions to Educational Problems

<u>Group</u>	<u>Percentage of Effectiveness</u>			
	<u>100-75%</u>	<u>74-55%</u>	<u>54-25%</u>	<u>24-0%</u>
PACE Directors	72%	9%	16%	4%
State Coordinators	67	26	0	8
Special Consultants	22	11	67	11

Figure 9PACE Facilitates Demonstration of Worthwhile Innovations

<u>Group</u>	<u>Percentage of Effectiveness</u>			
	<u>100-75%</u>	<u>74-55%</u>	<u>54-25%</u>	<u>24-0%</u>
PACE Directors	66%	12%	18%	4%
State Coordinators	70	26	4	0
Special Consultants	11	11	56	22

Figure 10PACE Assists in More Effective Knowledge Utilization

<u>Group</u>	<u>Percentage of Effectiveness</u>			
	<u>100-75%</u>	<u>74-55%</u>	<u>54-25%</u>	<u>24-0%</u>
PACE Directors	53%	12%	26%	8%
State Coordinators	64	16	12	8
Special Consultants	0	11	67	22

Figure 11

PACE Contributes to Development of Supplementary Centers and Services

<u>Group</u>	<u>Percentage of Effectiveness</u>			
	<u>100-75%</u>	<u>74-55%</u>	<u>54-22%</u>	<u>24-0%</u>
PACE Directors	57%	14%	21%	8%
State Coordinators	46	38	15	0
Special Consultants	22	44	11	22

Estimates of effectiveness are dramatically different for the special consultants as compared with those of the project directors and state PACE coordinators. Between the latter two groups, project directors consistently give higher estimates of effectiveness.

Who is right? Such contrasts in judgment between the experts and the practitioners are puzzling because the experts did approach their assignment with a sympathetic and practical viewpoint, and many project directors were able to maintain some detachment and objectivity toward their work. Perhaps some differences result from the traditional role of criticism that remains an important dimension of the university perspective; some differences may be due to varying expectations, with the university-oriented special consultants having greater concern for perfection.

Striking differences in perceptions among PACE project directors, state coordinators, and the special consultants should be considered by state advisory councils and others who establish evaluation teams. From evidence presented here, one could predict with some confidence that the final evaluation would reflect significantly the composition of the group.

the FUTURE

It is trite to say that education is not a free agent but operates in the larger societal context, yet at times the enthusiasm of educators carries them down the path of non-peripheral vision, ignoring the vital forces and trends that determine what we can accomplish in our schools and colleges.

One could develop various lists of forces and trends as a contextual setting for education. Five considerations will be mentioned here:

1. Possible innovation backlash. There may be developing across the nation certain skepticisms as to the value of many innovations. This skepticism is born of disillusionment with the expectation that seemingly massive infusions of federal monies would automatically bring about improvements. The fact that some educators have acted upon this inarticulated assumption points out the real culprit in the possible innovation backlash--lack of planning and insufficient development of strategies for introducing, managing, and evaluating the innovation.
2. Increasing demands for action. It will do education little good to increase the tempo unless more is known about the direction we are going. We have given generous lip service but fiscal irreverence to planning and evaluation. Somehow, the thought that quantity is related to quality has not been shaken from the educational scene, and the tendency to equate large projects with large success is an unfortunate consequence. We are being pressured toward giving less attention to planning and policy considerations by increasing demands for action, but the "pressure for payoff" is not in keeping with the innovative and seeking nature of PACE.

3. Increasing tensions. American education is moving into a period of increasing tensions both at the secondary school and college levels. Disturbances at the secondary level have not been as well organized, extensive, and bitter as those at the collegiate level; but they have been much more numerous than most people realize. Positive effects of student disturbances have been greater consideration of student points of view and more critical analyses of the management of educational institutions.
4. Increasing demands for accountability. As more money is spent, as education becomes more complex, and as the demands for excellence become stronger, we shall hear more about the relationship of input-to-output, cost-analysis, cost-benefit, accountability, and the like. The national assessment movement has been a step in this direction, and regardless of whether or not this particular assessment is widely accepted or used, others inevitably will follow. We need more and better baseline data on the national as well as the state and local levels.
5. Increasing need for inservice opportunities. As the pace of change increases, as our tasks become more complicated, and as new developments come forth, the need for inservice education for all school personnel becomes greater. Already, the PACE program is heavily committed to inservice opportunities, and likely this aspect will increase in the future.

Future Needs, as Expressed by Project Directors

Project directors were asked: "What ideas and suggestions would you offer for future developments of Title III?" Six alternatives were given; the categories were based upon what was found through a similar, but open-ended, question asked in the 1966 survey. By using a weighting procedure, it was possible to rank responses from greatest to least importance, with the results given in Figure No. 12:

Figure 12**1968 Ratings on Needed Future PACE Developments**

<u>Category</u>	<u>Rating</u>
1 Allot more funds to PACE	.600
2 Continuation of project funding beyond three years	.542
3 More flexibility within the budget	.288
4 Clearer and simpler guidelines and proposal forms	.191
5 Closer relationship of PACE projects with other ESEA Titles and other grant programs	.164
6 Construction funds made available	.013

From Figure No. 12 it is obvious that project directors consider the categories of "More funds" and "Continuation beyond three years" as significant needs for the future, and that the directors are not concerned about construction funds, per se.

Figure No. 13 gives the ratings found on the survey of 723 project directors made in the fall of 1966:

Figure 13

1966 Ratings on Needed Future PACE Developments

<u>Category</u>		<u>Percentage of Responses</u>
1	Allot more funds to PACE	10%
2	Dissemination of results: use of ERIC, regional labs, and a PACE newsletter	9
3	Construction funds made available	7
4	More consultants help and field representation from USOE	6
5	Simpler and clearer guidelines and proposal forms	5
6	Earlier receipt of funds and noti- fication	5
7	Funding emphasis on:	
	a. Merit only	3
	b. Innovations for area	5
	c. Less emphasis on innovation	1
	d. Local needs and practicality	3
	e. Exemplary	2
	f. Avoid duplication: few of quality	3
	g. Careful planning and clear objectives	1
	h. Regional approach	2
8	More direction from the state	4
9	And several other categories	

From a comparison of the 1966 and 1968 surveys, one notes that "more funds" is the greatest need in both. For a picture of the funding and project approval to date, see Figure No. 14:

Figure 14

PAGE PROJECTS SUBMITTED-APPROVED
FY 66, FY 67, FY 68--AND
MINI GRANTS

Based upon statistics
 from the Program Deve-
 lopment and Dissemina-
 tion Branch, Plans and
 Supplementary Centers,
 USOE.

FY 1966	Total			Planning Projects			Operational Projects		
	Number	(%)	Approved	Number	(%)	Approved	Number	(%)	Approved
1st Period	746-217	(29)	\$13,548.2	414-147	(35)	\$ 8,216.7	332-70	(21)	\$ 5,331.5
2nd Period	971-535	(55)	34,901.5	577-341	(59)	15,914.8	394-194	(49)	18,986.7
3rd Period	989-334	(34)	27,446.6	493-180	(36)	10,010.5	496-154	(31)	17,436.1
Total 1st Year	2706-1086	(40)	\$75,896.3	1484-668	(45)	\$34,142.0	1222-418	(34)	\$41,754.3
FY 1967									
1st Period	420-204	(49)	\$24,864.8	164- 76	(46)	\$ 4,500.5	256-128	(50)	\$20,364.3
2nd Period	1329-715	(54)	88,259.1	283-167	(59)	11,090.0	1046-548	(52)	77,169.1
3rd Period	18- 14	(78)	2,221.0	4- 3	(75)	170.6	14- 11	(79)	2,050.4
Total 2nd Year	1767-933	(53)	\$115,344.9	451-246	(55)	\$15,761.1	1316-687	(52)	\$99,583.8
FY 1968									
1st Period	741-246	(33)	\$27,205.7	139- 39	(28)	\$ 2,210.4	602-207	(34)	\$24,995.3
Total 3rd Year	246		\$27,205.7	39		\$ 2,210.4	207		\$24,995.3
FY 66, FY 67 & FY 68 Total	5214-2265	(43)	\$218,446.9	2074-953	(46)	\$52,113.5	3140-1312	(42)	\$166,333.4
Mini Grants, FY 67	221		\$ 4,737.9						
CUMULATIVE TOTAL	2486		\$223,184.8*	(*In thousands of dollars)					

As expected, the concern for "continuation" was not evident during the first year of the program.

It is interesting to note that the needs for "more flexibility within the budget" and for "clearer and simpler guidelines and proposal forms" increased significantly from 1966 to 1968, perhaps in keeping with an observation credited to John W. Gardner: "Great ventures start with a vision and end with a power structure."

Each year something is added to the guidelines and proposal forms but nothing is ever taken out. The results look not only like a camel, but a much larger camel. Accountability measures do require a careful set of guidelines; but the nature of PACE has changed considerably since its inception and, therefore, the guidelines and proposal forms need to reflect these changes.

recommendations

Considering what has been said about the first three years of ESEA Title III as well as some dimensions of the future, the Council offers 17 recommendations for strengthening and improving PACE. These will be discussed in terms of the federal, state, and local (project) perspectives.

→ At the Federal Level

Many observers of the Washington scene over the past ten years, or since the NDEA legislation was passed, have noticed the increasing extent to which political considerations have determined educational directions. While the workings of our representative type of government rest upon the art and gamesmanship of politics, and we accept this, the pedagogical aspects of education and its content can best be determined by professionals and scholars in education. The extent to which a handful of politicians and/or a cluster of organizations and special interest groups can manage educational policy is not fully realized by most educators and citizens.

Two recent examples of undue political influence in pedagogical matters are (1) the turnover of ESEA to the states and (2) the categorization of 15 percent of PACE monies for the handicapped. In both cases, decided opposition among educators, state department officials, and PACE project directors has been registered. In Report No. 5 of the Second National Study of PACE on "The Views of 920 Project Directors," one finds strong and clearly dominant sentiment against the turnover to the states. Also, this position was very evident among members of the 19-member Second National Study Team.

The Council accepts the turnover to the states and is dedicated to assisting the states in doing the best job possible, but we believe the bases upon which this decision was made were more political than educational, and, therefore, we use this example to illustrate the point.

The 15 percent categorization has raised considerable opposition. For example, the 230 conferees attending the President's National Advisory Council Conference on Innovation in October, 1968, made 138 recommendations, as reported in the October issue of PACereport. The single most frequently made recommendation called for elimination of the 15 percent for the handicapped. Again, the overwhelming sentiment of the members of the Second National Study Team opposed the 15 percent for the handicapped, and, additionally, many ESEA Title III state coordinators opposed the provision.

A third consideration at the federal level concerns the changing nature of the USOE staff, particularly those with primary responsibility for the PACE program. The attitude and spirit of the PACE staff have changed significantly over the past two years. For the most part, the early enthusiasm and high expectations for ESEA Title III have gone, as have some of the officials. Good officials do remain, and their dedication continues, but their willingness to "swing" and to "innovate" has been diminished. (This change, however, can be attributed not only to changes in ESEA Title III but also to the general wait-and-see attitude that is part of the transition to the Nixon administration.)

The problems of self-renewal described by John W. Gardner are quite evident when one observes what has happened with PACE personnel. Perhaps some mechanisms or procedures can be found to provide the freshness, dynamism, dedication, and intelligence critical to the renewal process. We need to know much more about the process itself.

With respect to the federal level, the Council makes four recommendations, two of which recommend statutory action.

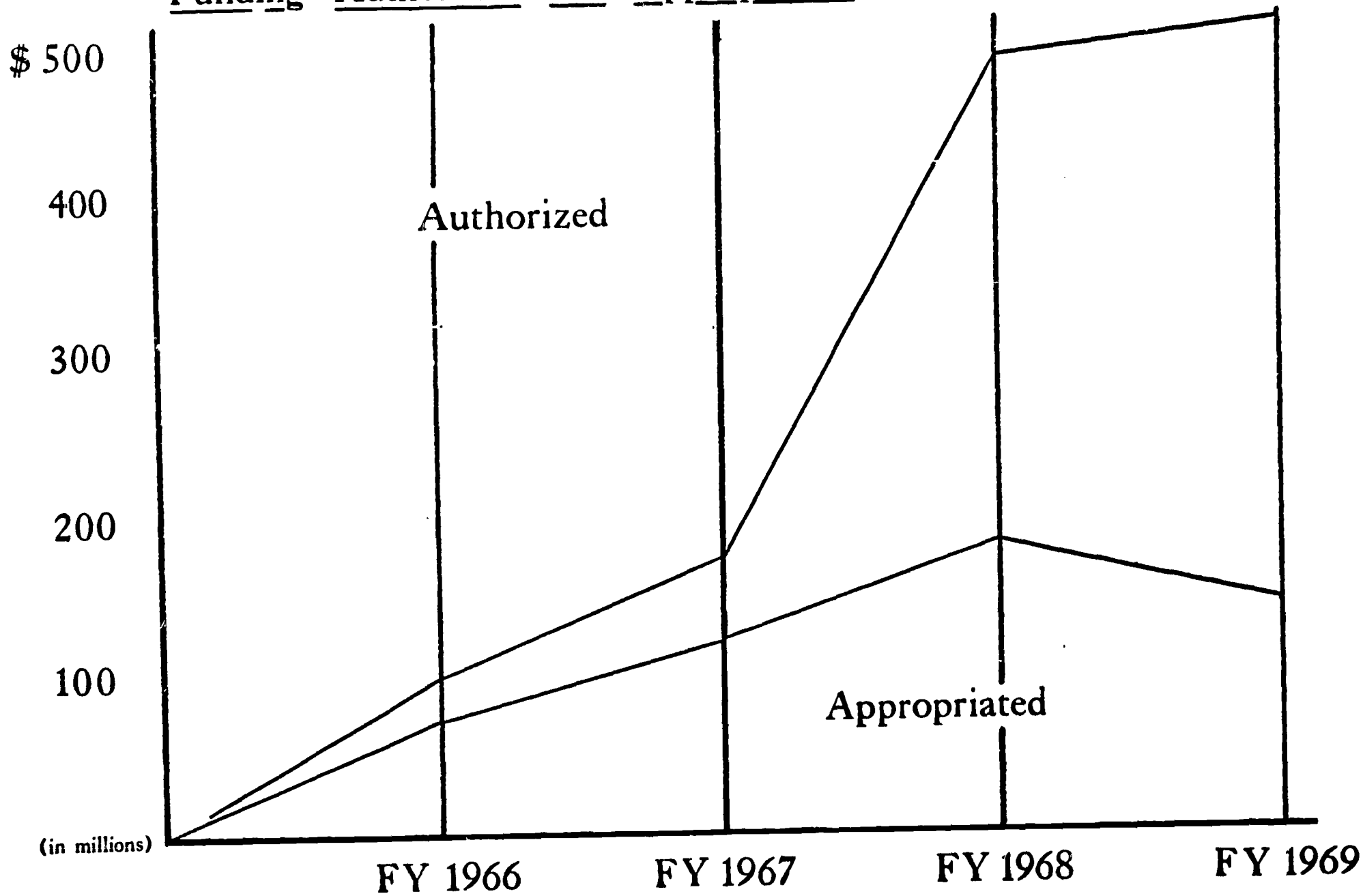
I. SUBSTANTIALLY GREATER FUNDS SHOULD BE APPROPRIATED FOR ESEA TITLE III.

Evidence obtained on the 1966 and 1968 surveys indicates clearly that project directors--those who should know--strongly believe that they need more funds. (See Figure No. 15 for the Authorization and appropriation of funds.)

The turnover to the states may be a hopeful sign for increased funds. Heretofore, the PACE program had no organized constituency; now it has 50 plus six powerful ones, and perhaps some organizational support also. An organized effort to increase the appropriate funding level is certainly in order. While the program is far from perfect,

Figure 15

Funding ESEA Title I I I
Authorized and Appropriated



Prepared by the Program Analysis and Dissemination Branch, U.S.O.E.

it is serving well the cutting edge dimension of American education. In other words, the increase in PACE funds is a good investment for public monies.

II. A SPECIAL STUDY OF CATEGORIZATION--AS IT
RELATES TO ESEA TITLE III--IS RECOMMENDED.

It is too early to make a carefully considered statement on the 15 percent provision for the handicapped that was written into the December, 1967, ESEA amendments, but some initial points of view do seem in order.

The United States Congress should have no illusions about the present widespread opposition among educators and state department officials to the special provision for the handicapped. In many states this requirement has placed PACE in a straight jacket because the few new dollars that might have gone into a variety of creative and innovative programs now must be spent on handicapped programs, and in some states there has been a curtailment of ongoing programs to meet the 15 percent requirement.

The Council also believes at this point that one cannot make a convincing case for giving a unique priority to the handicapped on the bases of educational needs and national importance. The disadvantaged, the gifted, and early childhood needs are examples of very important needs that do not have special categories.

The Council will conduct a special study of the 15 percent categorization during the coming year--and urges others to do likewise--as preparation to taking a position in its second annual report, due no later than January 20, 1970. We do not intend in this study to be captured by our initial points of view, but neither can we ignore what has been learned during the past six months.

III. A SMALL CONFERENCE OF KEY PERSONNEL OR PRESIDEN-
TIALY-APPOINTED COUNCILS AND/OR COMMISSIONS
SHOULD BE CONVENED.

The purpose of the conference would be (a) to determine the role of these councils, (b) to explore possible alternatives for carrying out the responsibilities of presidentially-appointed councils, and (c) to determine how personnel and resources of councils, if they should survive, could be used more effectively.

The changing of administrations in Washington provides a convenient point for a needed review of the roles, operations, and effectiveness of (a) national advisory councils and (b) Presidentially-appointed national advisory councils. Such a review is in keeping with the need for periodic review and evaluation of all programs and procedures in this era of rapid change.

IV. THE PRESIDENT'S COUNCIL SHOULD HAVE A CONGRESSIONAL PROVISION THAT WOULD FREE ITS BUDGET FROM THE USOE.

This appropriation should be placed at the disposal of the chairman and should not be subject to censorship and/or direct or indirect control by the USOE or any other governmental source. The usage of monies should meet requirements set forth in the Civil Rights Act of 1964, and it should be subjected to government audit.

The Council recommends this arrangement not because it has experienced pressure or intimidation from anyone or anything at the USOE but because others are suspicious of the degree of independence that the Council will, and can, exercise when funds must pass through the USOE.

But regardless of whether this Congressional rider is attached to the upcoming ESEA Title III legislation, the Council will keep its complete independence.

→ At the State Level

As mentioned earlier, one can expect some shifting of power and control from Washington to the various state capitals over the next several years, and this flow is particularly evident in education. A flow within states is in the opposite direction--toward centralization of power and control in the state departments of education.

Most states have made commendable strides forward in ESEA Title III management since the 75-percent takeover at the beginning of FY 69. Almost all states now have full-time ESEA Title III coordinators, and the 7-1/2-percent appropriation for state administration is being used. Model programs already are beginning to emerge from some states, such as Utah and Ohio.

Yet some fundamental problems are ahead for state administration of PACE. Perhaps the most basic one is whether the state departments--considering their primary functions and traditional roles--will be

able to keep alive and enrich the spirit of creativity and innovation that has characterized the PACE program.

State departments perform four vital functions: setting minimum standards, judging these standards, coordinating activities, and serving as the educational fiscal agent for the state government. (The latter function alone is a major one when one considers that one-half or more of most state budgets is spent on education.) These important regulatory, maintenance, and coordinative functions are quite different from those necessary for the innovative, creative, and demonstrative types of programs needed if PACE is to fulfill its intent.

The trend toward regionalization in some states may pose a seriously threatening problem to the innovative and creative nature of PACE. If a state is divided into geographical regions and each one is given "x" number of dollars for what they must call innovation and creativity, that state has very likely killed the spirit of PACE. Whether realized or not, this approach turns ESEA Title III into another service program rather than one that provides "risk" capital. Service programs such as ESEA Title I and ESEA Title II are important and can be very useful to school improvement, but they should not be confused with the spirit and intent of PACE.

State Plans: A unique feature of the 1967 amendments was the state plan requirement. Some earlier legislation, such as the NDEA, required state plans, but no educational legislation has ever contained the specificity of the ESEA Title III amendments, and no previous legislation has given the U.S. Commissioner of Education the power of veto over faulty state plans.

The new law required states to submit their plans 120 days after July 1, 1968--or by October 31. All states complied, but no state received initial approval of its entire plan. As of December 11, 1968, 41 out of 50 states had received overall approval.

What can be said about the state plans? In general, the state plans are good, indicating serious efforts to develop innovative plans with the best available personnel. However, almost every plan is weak in needs assessment, strategy for assessing projects, evaluation, and dissemination.

With specific reference to state plans, the Council offers two recommendations:

V. INDIVIDUAL STATES SHOULD DEVELOP TOTAL DATA SYSTEMS PERTAINING TO NEEDS ASSESSMENT, WITH BUILT-IN PROVISIONS FOR PERIODIC UPDATING AND MODIFICATION.

Ohio, Pennsylvania, and Utah appear to have model programs at this early juncture, but most states have not moved imaginatively and creatively in the needs assessment area. However, one must be aware of the complexity of the task and the lack of models to follow. An effective needs assessment survey should include not only basic statistics found in the state department of education but also other kinds of evidence. For example, the statistics can be helpful in establishing critical needs and priorities, but questionnaire and/or interview techniques should be utilized also.

VI. STATE PLANS NEED TO GIVE GREATER ATTENTION TO STRATEGIES FOR ASSESSING PROJECTS, EVALUATION, AND DISSEMINATION.

These weaknesses are reflected in American education as a whole. In this sense, the presence of these weaknesses in state plans should be expected, yet improvement in these areas is critical for significant educational advancement. The PACE program offers an unusually flexible and ready avenue for developing new techniques and competencies in these important processes.

State Advisory Councils: A determinant of success or failure of ESEA Title III management at the state level would appear to be the newly organized state advisory council that has been mandated for each state. The Presidential Council makes two recommendations with respect to state advisory councils:

VII. STATE ADVISORY COUNCILS SHOULD BECOME INFLUENTIAL AND RELATIVELY INDEPENDENT BODIES, ERRING ON THE SIDE OF CREATIVITY AND DYNAMISM RATHER THAN PASSIVITY AND APPROVAL.

At this early juncture, it is not possible to say much about the effectiveness of the state advisory councils; but as Terrell H. Bell, Utah State Superintendent of Public Instruction, points out: "It seems to me that advisory councils will be what we make of them. Title III advisory councils will function on a high level if we appoint capable

people, provide adequate and effective staff support, and place considerable weight upon the advice the council offers." a/

VIII. STATE ADVISORY COUNCILS MUST TAKE EVERY CAUTION AGAINST UNDESIRABLE POLITICAL INTERESTS, WHICH CAN INCLUDE GEOGRAPHICAL CONSIDERATIONS AND PATRONAGE.

The problem of excessive political interests in some stages may be an albatross for organized innovation. At this early stage, one can cite a few instances where the dynamic and exciting edge of PACE has been compromised by political interests. While politics is a vital part of our way of life, our children and youth are the losers if political interests of a few take precedence over educational interests of many. Perhaps an open awareness of the dangers of excessive political considerations is the best safeguard against them, along with carefully designed procedures for project development, evaluation, and dissemination.

Other state-level considerations: The Council offers four recommendations on state-level operations in general:

IX. STATE AUTHORITIES NEED TO GIVE CAREFUL CONSIDERATION TO THE TYPE OF TERMINAL REPORTS THAT WILL PROVIDE A FITTING CLIMAX TO A PACE PROJECT, WILL MEET LEGAL REQUIREMENTS OF REPORTING, AND WILL ALLOW ESSENTIAL FINDINGS TO BE DISSEMINATED EFFECTIVELY.

A detailed study of 137 terminated project reports revealed that most projects omitted one or more types of vital information, even forgetting such elemental information as: project title, type of project, grant number, period of time, amount of grant, number of students to be served, cost per student, number of school districts involved, the name of the state, and so forth. b/ The study team had no idea how

a/ Terrell H. Bell, "The State Advisory Council," Conference on Innovation (Report by the President's National Advisory Council on Supplementary Centers and Services, November, 1968), p. 44.

b/ Report No. 4 of The Second National Study of PACE, "Analysis and Evaluation of 137 ESEA Title III Planning and Operational Grants." November 15, 1968, 69 pp.

sloppy, inaccurate, and incomplete it would find the final reports, in most cases. State authorities should examine carefully their terminal reports to determine whether the situation cited here applies to their state.

X. FUTURE PACE GRANTS SHOULD BE ALLOCATED ON A SHARING BASIS WITH LOCAL COMMUNITIES-- SOMETHING IN THE DOLLAR RANGE OF EIGHT OR TEN TO ONE.

The study team found that where local funds were committed to the project, it was better planned, the objectives more clearly stated, and the procedures for realizing its major goals more carefully developed.

XI. WAYS OF CONTINUING FEDERAL FUNDING FOR SOME PACE PROJECTS BEYOND THREE YEARS SHOULD BE FOUND.

Sound investment of public monies for education requires that some, probably few, PACE projects be continued beyond three years, but probably not more than five years in any case. We know now that three years is altogether too short a period for some projects and an excellent time span for others--probably a majority of them.

Many potential problems loom ahead if the three-year grant period is lengthened or made open-ended for all projects. It could mean that fewer new projects would be started; that the state would be saddled for more than three years with average or less-than-average projects; and that the tempo of individual projects might become less dynamic.

At this time, it would seem unwise to have a general extension beyond the three years; but it appears equally unwise not to have some provision that will allow an extension for the exceptional projects, particularly for those that require a longer developmental period.

XII. STATE DEPARTMENTS SHOULD UNDERTAKE SPECIAL SEMINARS TO SPREAD THE PACE CONCEPT THROUGHOUT THE STATE DEPARTMENT.

One state department found it was spending less than one percent of its expenditures on staff development. Closer to five percent would be desirable in the future to assist state departments in keeping abreast of new educational developments and in fostering self-re-

newal among professional personnel. ESEA Title III, with its futuristic, fresh, and innovative thrust, can play a pivotal role in the staff development process.

In conclusion, as more political and educational power shifts from the federal and local levels to the state level, many observers believe that new approaches and programs will be required at the state level if new challenges are to be met. In his January, 1967, Inaugural Address, Washington's Governor Daniel Evans said: "State governments are unquestionably on trial today. If we are not willing to pay the price, if we cannot change where change is required, then we have only one recourse. And that is to prepare for an orderly transfer of our remaining responsibilities to the federal government." a/

→ At the Project Level

The strength of PACE continues at the local level, with probably some diminution of enthusiasm and high expectations balanced with greater wisdom about project management and knowledge of how change takes place. In addition, as many projects come to the end of their three-year cycle, professional insecurity and project termination will take their toll in the final six months of operation.

The First National Study of ESEA Title III expressed this view about project directors:

Within the field of professional education many dynamic, intelligent, creative, ambitious, and restless individuals can be found. They exist in every school system across the Nation, and they can be a vital force in educational improvement.

Too many of this group leave education because of low salaries and poor working conditions, to be sure, but probably more leave because of frustration and lack of challenge.

PACE has become the natural home for this group. The special consultants and the directors have been impressed with the enthusiasm and intelligence found among the project directors.

a/ Quoted in Committee for Economic Development, Modernizing State Government, New York: The Committee, 1967, p. 10.

Evidence and observation subsequent to this quotation, in the view of the Council, have not altered the nature or tone of this view. Yet, insufficient consideration has been given to how the PACE expertise might be applied to other educational problems. Consultants still are drawn largely from the university and college circles, and special programs in the change process have not been developed to harness PACE expertise.

The Council offers five recommendations at the project level: a/

XIII. EVERY PROPOSAL SHOULD AMPLY DEMONSTRATE THAT OBJECTIVES HAVE BEEN CONSIDERED AT THE GENERAL AND SPECIFIC LEVELS.

Furthermore, learning or behavioral objectives should be related to program activities, and the types of evaluation used should be related to activities.

Again, the proposals reflect a serious weakness present in American education; namely, giving lip-service to objectives. The tendency is to develop an idea in terms of bringing about some improvement, but rarely do project developers force themselves into the difficult position of making precise decisions about objectives. But, this initial step is necessary for effective evaluation.

XIV. PROCEDURES FOR EVALUATION SHOULD CLOSELY REFLECT THE NATURE OF THE TASK OR PROJECT TO BE EVALUATED.

The current interest in cost-effectiveness and cost-benefit studies has directed greater attention to hard data. This attention on the whole is desirable, but PACE directors must not try to force hard data procedures upon unlikely situations. Robert Havighurst, a member of the Second National Study Team, in commenting on the problems of evaluating Supplementary Educational Centers, pointed out that "the programs of the Centers tend to be broad, and rather vaguely defined. They usually propose to create new courses of instruction with new teaching materials, or to train teachers and counselors for new roles. They do not lend themselves to an experimental design,

a/ These recommendations follow closely those made in The Second National Study of ESEA Title III.

with experimental and control groups of students and statistical tests of various hypotheses."

XV. EVERY PACE PROPOSAL SHOULD HAVE A SEPARATE BUDGET ITEM FOR EVALUATION, AND THE AMOUNT OF THIS FIGURE SHOULD NOT BE LESS THAN FIVE PERCENT OF THE TOTAL BUDGET.

Very little or no budgetary commitment to evaluation results in very little or no evaluation. The return expected is directly related to the investment made. Proposals simply must have a well-defined and adequate evaluative expenditure to give sound results. The five percent figure is not based upon research but upon experience with a few proposals that seem to have an adequate scheme. Some evaluation schemes require as much as ten percent of the total budget. In many cases, consideration should be given to the use of outside as well as inside evaluation.

XVI. PROVISIONS FOR CONTINUATION AFTER TERMINATION OF ESEA TITLE III FUNDING SHOULD BECOME MORE EVIDENT IN FUTURE PROPOSALS.

The newness of PACE, the unexplored parameters of its guidelines, and the unknown labyrinths of federal assistance have all militated against serious consideration of what might take place when the planning grant ended. But as we look ahead, profiting from the past, continuation considerations should become more important without becoming a requirement for approval.

XVII. INVOLVEMENT OF COMMUNITY RESOURCES AND PERSONNEL SHOULD BE MORE CAREFULLY CONSIDERED; IT SHOULD BE REALISTIC AND HAVE ADEQUATE FOLLOW-THROUGH.

Broad and widespread participation in PACE projects has been a hallmark of the program from the beginning, and this thrust should not be lost. The Manual for Project Applicants says that proposals "should include provisions for those children enrolled in non-profit private schools...." and that the local educational agency should involve representatives of private schools in the planning phase of the project as "cultural and educational resources" of the community. Authentic representatives of the poor should be included, as should representatives of the community, non-public interests, cultural groups, and business interests.

In Conclusion: The second report of the Second National Study of ESEA Title III was a concise two-page summary, receiving the unanimous endorsement of the academic specialists and public and state education officials who comprised the over-30 individuals. The Council concurs with this evaluative dimension of the March, 1968, Report, believing that it deals with the future of PACE. In part, this Report reads:

In the course of its work, this study team has examined several hundred Title III proposals and inspected close to 200 projects in the field. Taken as a whole, considering the 2,500 projects that have been funded over a period of two years, we believe that PACE is serving in many communities across the nation as a dynamic and positive force for educational improvement.

The study team feels that education has much at stake in the continuation of Title III's spirit of venture capital--the first 'thinking money' many school districts ever had--and in the success of the states in building upon this thrust. Otherwise, if Title III should someday lose or forget this major premise and early promise, it is predictable that of necessity another fund will emerge elsewhere, quite possibly from those agencies dealing with the agony of the cities, to recover and resume the unique quest that was Title III's. The nation has a right to expect that education will lead in its own renewal. Title III is the sharpest tool to that end.

Perhaps it is unrealistic to expect significant and "hard" evidences of success for something as new as PACE--and for something as old and as difficult to measure as public education. Perhaps we should be satisfied with little steps forward rather than big leaps. There certainly have been leaps in some communities, and many small steps have been made during the first two years. The Council concludes, therefore, that the PACE project has been successful, and indeed, the program has justified its first three years of existence by its accomplishments.